Manitoba

Annual Report 1988 - 89

Municipal Affairs

91-01321/

Minister of
Rural Development

Legislative Building
Winnipeg, Manitoba, CANADA
R3C 0V8

His Honour George Johnson
Lieutenant Governor of Manitoba
235 Legislative Building
Winnipeg, Manitoba

May It Please Your Honour:

I have the privilege to present for your information the Annual Report of the Department of Municipal Affairs for the fiscal year ended March 31, 1989. The Report was prepared under the direction of my predecessor, the Honourable Glen Cummings.

Respectfully submitted,

Jack Penner

Manitoba

Manitoba

Deputy Minister of
Municipal Affairs

Legislative Building
Winnipeg, Manitoba, CANADA
R3C 0V8

Honourable Jack Penner
Minister of Rural Development
330 Legislative Building
Winnipeg, Manitoba

Dear Sir:

I am pleased to present to you the sixth Annual Report of the Department of Municipal Affairs.

This Report describes the activities of the Department for the fiscal year ended March 31, 1989 and confirms our commitment to bettering life in Municipal Manitoba and our role as liaison between the province and the municipalities.

Respectfully submitted,

G.D. Forrest

Manitoba Municipal Affairs

Role and Mission Statement

A simple and direct legislative linkage connects Manitoba municipalities to the province. Within the parameters of this legislation, municipal councils are corporate and independent decision making bodies, responsible for managing the affairs of Manitoba's local governments.

Manitoba Municipal Affairs has been the conduit through which liaison has been fostered between the two authorities for over a century.

Within this context, Municipal Affairs' functions include those of policy maker, source of professional expertise in municipal matters, liaison officer, regulator and monitor, and advisor to and advocate of local government.

Department roles and functions have evolved concurrent with the roles and functions of local government, a process which continues as changing economic, social, and technical, and environmental conditions alter and evolve.

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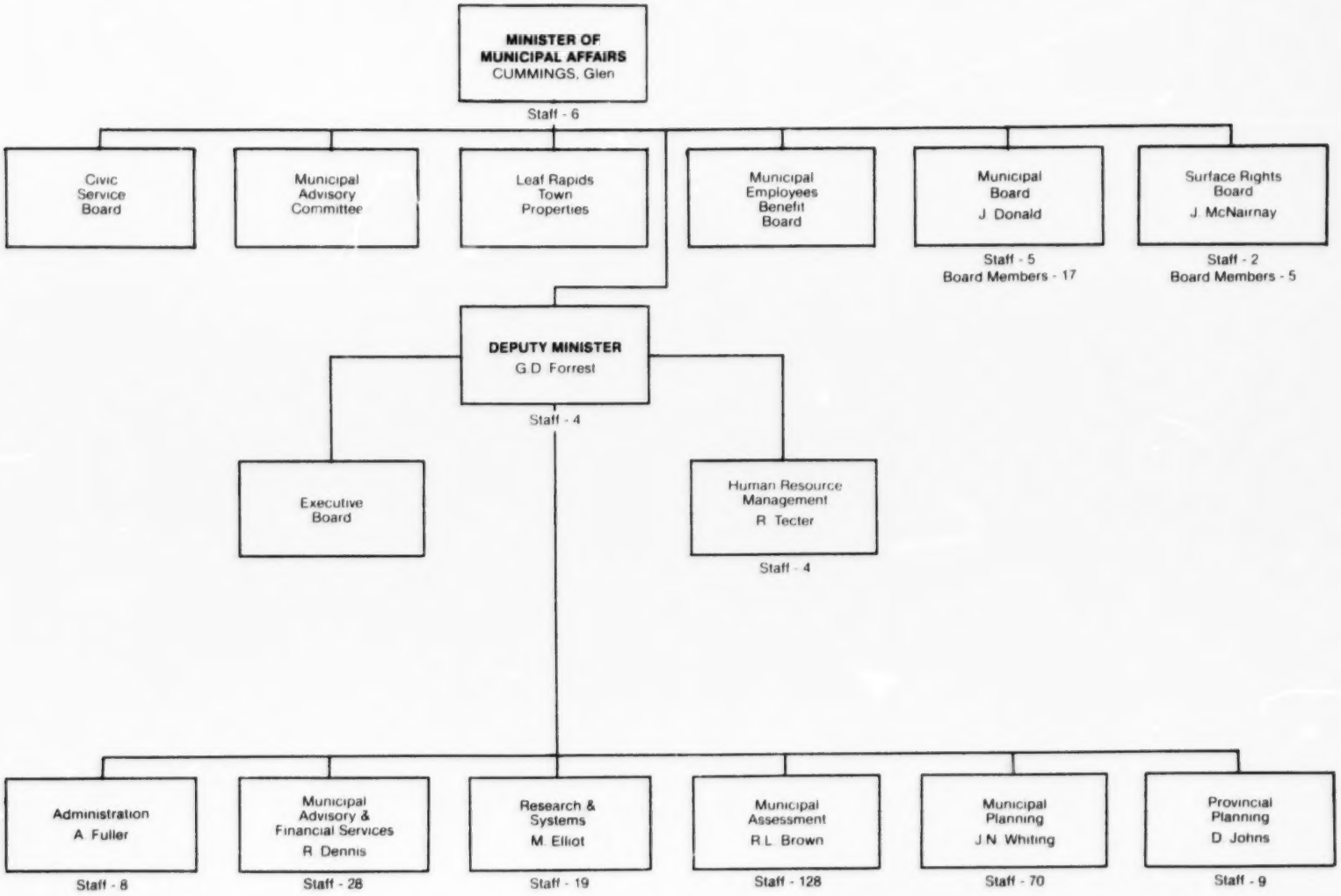
Organizational Chart — Manitoba Municipal Affairs

1988-89



Report of the Deputy Minister

Each year in this Report, I am pleased to acknowledge the high degree of commitment Manitoba's elected and appointed officials continue to show in the areas of policy formulation and service delivery. It is a pleasure also to acknowledge the efforts put forth by the Union of Manitoba Municipalities, the Manitoba Association of Urban Municipalities, and the Manitoba Municipal Administrators' Association on behalf of all municipal corporations and in support of bettering municipal life in Manitoba.

In reporting the activities of the past year, it is satisfying to note that Manitoba's municipalities continue as strong and viable financial entities.

Municipal revenues saw modest, but steady growth in all areas except for Provincial-Municipal Tax Sharing payments which increased substantially by 17.5 percent over last year. Municipal expenditures increased slightly as well except for debt charges which decreased in rural municipalities, villages and the City of Winnipeg. An increase in excess of $22 million in reserve funds indicates wise management of municipal financial resources.

Interest rates in 1988 were substantially higher than in 1987 with the average rate for a 20 year debenture being 11.25 percent in 1988 as compared to 9.70 to 10.00 percent last year. This trend which emerged in late 1988 indicates that higher borrowing costs for municipalities will continue into 1989. The amount of authorized borrowing increased sharply and can be attributed to larger municipal infrastructure construction/replacement projects being undertaken. The amount of debenture sales decreased this year with the Minister of Finance continuing to be the major purchaser.

Tax imposition and tax collection statistics continue to show municipal efficiency in collecting taxes even though there was a slight decrease in taxes collected this year over last.

Municipal grant programs saw across the board increases. Grants-in-lieu of taxes were up by close to $2 million. Although ridership was down slightly, urban transit grants were up by over $25 thousand. Increased police services grants assisted municipal governments with the costs of extending that essential service to their citizens. A per capita increase of $6.30 in Provincial Municipal Tax Sharing Payments resulted in substantially higher payments transferred to municipal corporations. There were no centennial grants presented this year.

In 1988-89, staff resources normally assigned to reassessment duties were realigned and dedicated to Assessment Reform initiatives. The reassessment program was virtually suspended while the Manitoba Assessment Computer System (MACS) was developed. It is expected that MACS will be operational early in the 1989-90 fiscal year giving the Assessment Branch the ability to carry out a province-wide reassessment every third year. The first general reassessment is planned to take place in 1989 for the 1990 taxation year and Assessment staff resources have been committed to the preparatory work involved with this massive task.

The analytical capacity of the Research and Systems branch continues to support decision-making by the department's executive and the executive level of government, in particular the Assessment Reform Committee of Cabinet, in the areas of policy and program development, implementation, and evaluation. This year, resources were fully committed to the research and analysis needed to support the various policy issues surrounding Assessment Reform. A research program was designed to measure the tax impacts of the assessment program proposed for implementation in 1990. As well, a review of existing assessment exemption provisions and a modelling of the tax impact of any proposed changes were undertaken. This included a review of assessment policies regarding farm residences and outbuildings; the impact of removing the one-third building exemption; the tax treatment of a number of miscellaneous property types currently either receiving or requesting some sort of exemption from property taxation; and a preliminary examination of the alternate methods of assessing farmland. Work began on a modelling study of portioning and other options which may be deemed necessary to buffer the impact of taxation shifts which may result from the move to current value assessment.

Data Processing services offered through the branch continued to provide municipal governments with various computerized documents related to assessment and taxation, and water billings for certain urban municipalities. The Systems section calculated and maintained the provincial equalized assessment and continued to analyze assessment-sales ratios for the Assessment Branch.

Computerization continued to be viewed as a critical element in the provincial Assessment Reform program. The needs analysis phase, completed in January 1988, led to the immediate initiation of the design and implementation stages. Because of the magnitude of the project, a phasing strategy was developed and computer generated land assessments and summary assessments on all property types will be available early in the coming year.

In addition, Systems staff continued to extend a small system development and maintenance expertise to other Branches.

Provincial commitment to sound land use planning continued this year with two new districts being formed. This brings the total to seventy-two municipalities participating in twenty-six districts with sever-

al other units of local governments considering either joining or forming a District.

Provincial Planners continued to support the Provincial Land use Committee of Cabinet and the Interdepartmental Planning Board with technical advice on all aspects of land stewardship, and continued to work with municipalities on behalf of the province.

Training and education for elected and appointed officials received high priority as in past years. Municipal Services Officers, Municipal Planners, and other staff helped co-ordinate, conducted and participated in several education programs for municipal officials and for those responsible for administering local land use programs.

This year Andrue Anstett resigned as Acting Chairperson of The Municipal Board. In his stead John D. McNairnay, Q.C. was appointed and continued in this capacity until October when James G. Donald was appointed chair.

The 1988-89 Report will be the last prepared by the Department of Municipal Affairs. Early in the 1989-90 fiscal year, the Department will assume a new name, Rural Development. While the new title will reflect new commitments to and directions for rural Manitoba and more appropriately define the scope of our responsibilities, it is with mixed feelings that we see the passing of Municipal Affairs.

Since 1886, with the appointment of the first Municipal Commissioner, through the creation of the Department of Municipal Affairs in 1953, we have worked with our municipal partners. We have evolved and grown together in an historic union which has paralleled the growth of the province.

We look forward to continued progress in our efforts.

A detailed description of the various services Manitoba Municipal Affairs extended to its municipal partners and others in 1988-89 is contained in the following pages.

Expenditure Summary by Appropriation

For the fiscal year ended March 31, 1989.

($000)

Appropriation			Actual	Printed Estimate	Variance	Explanation No.
13-1	**Administration & Finance**					
	A	Minister's Salary	20.6	20.6	—	
	B	Executive Support				
		Salaries	306.3	319.9	(13.6)	
		Other Expenditures	91.9	71.9	20.0	
	C	Human Resource Management				
		Salaries	132.3	131.2	1.1	
		Other Expenditures	11.8	11.4	.4	
	D	Research*				
		Salaries	165.8	178.6	(12.8)	
		Other Expenditures	6.8	9.5	(2.7)	
	E	Financial & Administrative Services				
		Salaries	214.4	218.6	(4.2)	
		Other Expenditures	150.0	175.3	(25.3)	
TOTAL 13-1			1,099.9	1,137.0	(37.1)	
13-2	**Municipal Board**					
	A	Salaries	312.1	339.4	(27.3)	
	B	Other Expenditures	52.0	51.9	.1	
TOTAL 13-2			364.1	391.3	(27.2)	
13-3	**Municipal Advisory & Financial Services**					
	A	Salaries	1,112.9	1,214.3	(101.4)	
	B	Other Expenditures	137.0	168.4	(31.4)	
	C	Grants-In-Lieu of Taxes	26,652.6	26,809.0	(156.4)	
	D	Urban Transit Grants	707.0	707.0	.0	
	E	Centennial Grants	.0	17.3	(17.3)	1
	F	Police Service Grants	576.0	580.0	(4.0)	
	G	Local Government Support Grants	1,437.3	1,360.4	76.9	
TOTAL 13-3			30,622.8	30,856.4	(233.6)	
13-4	**Municipal Assessment**					
	A	Salaries	4,500.5	4,544.9	(44.4)	
	B	Other Expenditures	446.6	531.6	(85.0)	2
TOTAL 13-4			4,947.1	5,076.5	(129.4)	
13-5	**Systems Services**					
	A	Salaries	440.8	436.0	4.8	
	B	Other Expenditures	2,082.9	1,848.9	234.0	3
TOTAL 13-5			2,523.7	2,284.9	238.8	
13-6	**Municipal Planning**					
	A	Salaries	2,496.9	2,658.1	(161.2)	
	B	Other Expenditures	289.5	308.1	(18.6)	
TOTAL 13-6			2,786.4	2,966.2	(179.8)	

Expenditure Summary by Appropriation

For the fiscal year ended March 31, 1989.

($000)

Appropriation		Actual	Printed Estimate	Variance	Explanation No.
13-7	**Provincial Planning**				
	A Salaries	380.6	421.2	(40.6)	
	B Other Expenditures	30.0	30.9	(.9)	
TOTAL 13-7		410.6	452.1	(41.5)	
13-8	**Surface Rights Board**				
	A Salaries	72.7	88.8	(16.1)	
	B Other Expenditures	24.5	37.0	(12.5)	
TOTAL 13-8		97.2	125.8	(28.6)	
13-9	**Expenditures Related to Capital**				
	A Capital Grants				
	Urban Transit Bus Purchase	70.3	185.0	(114.7)	4
TOTAL 13-9		70.3	185.0	(114.7)	
TOTAL EXPENDITURES MUNICIPAL AFFAIRS		42,922.1	43,475.2	(553.1)	

* *Research activities are described in the section for Research and Systems.*

Explanations

1. **Municipal Advisory & Financial Services** — Centennial Grants — $(17.3)
   There were no grants made under this program in 1988/89 as no applications for Centennial Grants were received.

2. **Municipal Assessment** — Other Expenditures — $(85.0)
   Expenditures were less than anticipated due to travel costs being lower than normal. This resulted from Assessment Officers spending less time for field work and more time in office work relating to the development of the Manitoba Assessment Computerization System.

3. **Systems Services** — Other Expenditures — $(234.0)
   Expenditures were greater than anticipated in part due to a requirement to contract for additional professional services because of the inability to get staff resources reassigned from other government departments as planned. Additional requirements were also due to purchasing equipment in 1988/89 which has originally scheduled to be purchased in the 1989/90 fiscal year under the development plan for the Manitoba Assessment Computerization System.

4. **Capital Grants** — Urban Transit Bus Purchases — $(114.7)
   Expenditures in this program were forecast on the basis of two bus purchases being cost shared in the 1988/89 fiscal year. However, due to the availability of buses and delivery dates only one bus was received in the fiscal year.

Financial, Communication and Administrative Services

The Branch provides central accounting, financial reporting, budget co-ordination, and selected administrative services to the department. Within the authority of the Financial Administration Act, central co-ordination is provided to ensure the financial integrity of management information systems. Branch staff are also responsible for interpreting directives and regulations of Manitoba Finance.

Specific activities in 1988-89 included:

- Processing 4,344 vouchers totalling $42.9 M.
- Maintaining a revenue collection and deposit system totalling $6.8 M.
- Co-ordinating and consolidating the financial information necessary to prepare Detailed Estimates of Expenditure and Revenue, an Estimates Supplement, Annual Report, Public Accounts Variance Explanations and Quarterly Forecasts of Expenditures and Revenues.
- Maintaining a commitment accounting system.
- Preparing financial reports for department management.
- Administering the Fidelity Bonding program for municipal corporations (excluding City of Winnipeg).
- Administering Soldier's Taxation Relief By-laws with payments to eligible recipients through municipal offices in nine municipaltiies including the City of Winnipeg.
- Maintaining the Minister of Municipal Affairs' Trust Account with receipts and disbursements of approximately $6 M.
- Maintaining a Department Resource Centre and providing full reference service to staff, other government departments and the public.
- Editing, writing and preparing various reports and public information materials.
- Co-ordinating the operation and maintenance of approximately 80 fleet vehicles.
- Organizing an annual banquet on behalf of the Province for the Union of Manitoba Municipalities and Manitoba Association of Urban Municipalities.
- Co-ordinating requests under Freedom of Information legislation which was proclaimed late this year. To year end, two requests were submitted to the Departmental Access Coordinator and processed.

Human Resource Management

Branch objectives are to provide the department's Executive Board with appropriate recommendations on all aspects of human resource management, to work within Civil Service Commission legislation and policy guidelines, and to ensure long and short term staffing requirements are met within the department. These objectives are met through recruitment and selection, position classification, performance appraisal, labour relations, human resource planning, staff training and development, pay and benefits administration, staff counselling and occupational health and safety programs.

An orientation program continued to introduce new employees to provincial and departmental policies and procedures.

Municipal Affair's Workplace Safety and Health Committee, which has as its members a facilitator, three management and five worker representatives, met twice as a body last year via teleconference. Three other committee meetings saw seven representatives from regional offices join with the core body to discuss Workplace Safety and Health concerns.

Topics explored included A.I.D.S. in the Workplace, the Employee Assistance Counselling Program, and a Chemical Dependency Workshop sponsored by the Alcoholism Foundation of Manitoba, and the Technical & Energy Services Branch of Government Services. A Blood Pressure Clinic, presented by the Red Cross was well attended by Winnipeg staff. The success of the Workplace Safety & Health committee in raising employee awareness of workplace and travelling hazards is reflected by having only two Workers' Compensation reports being filed in 1988-89.

This year the Branch processed seven department — originated reclassifications.

Pay equity policies saw Stage 2 increases implemented in September, 1988.

The Affirmative Action Committee is comprised of a coordinator, three management and three M.G.E.A. members. The plan produced by the committee was submitted to Central Committee February, 1988 and approved in January 1989. Statistics are monitored on a continual basis and the department progressed very close to target.

Work on the Human Resource Policy and Procedure Manual was put on temporary hold.

Programs offered through the Civil Service Commission provided 56 staff with development and training opportunities. In addition, 13 employees received department education assistance to enhance career opportunities.

In 1988/89 the Department had 7 retirements and hired 13 employees with Civil Service status, 18 term employees and 8 summer students.

Municipal Advisory and Financial Services

The Branch provides municipal corporations with consultative and advisory services through regular field calls to municipal offices, and through its central administrative structure. The Branch's financial responsibilities extend to developing and maintaining policies and legislation necessary to ensure the financial stability and viability of Manitoba's municipalities in the areas of accounting and auditing, capital borrowing and grants administration.

In 1987-88, major programs administered by the Branch were as follows:

Advisory Services

Branch staff extended consultative and advisory services in all areas of municipal administration to elected and appointed municipal officials and to Local Government Districts, their Resident Administrators, and their elected councils. The goal of the L.G.D. program is for these provincially supervised local governments to assume full and independent municipal status.

Branch staff investigated and reported on 109 matters of public concern on behalf of the Minister or Deputy Minister.

Municipal Services Officers provided direct consultative services to municipalities through field calls and meetings as follows.

In-field calls and meetings		Total Clients Served
Rural Municipalities	193	105
Towns	67	35
Villages	109	39
Local Government Districts	69	17
Cities	14	4
TOTAL	452	200 Municipalities

Education and Training

In 1987-88, the Branch sponsored and co-ordinated training and education programs for elected and appointed municipal officials and municipal office staff as described below.

Education and Training Program	Total Participants	
• Certificate Course in Municipal Administration (Four year program co-sponsored by Municipal Affairs, the Manitoba Municipal Administrators' Association, and Continuing Education, University of Manitoba). 1987-88 subject area: Municipal Administration.*	Enrollment Graduates	112 26
• Municipal Officials Seminar (Co-sponsored by the Branch, the U.M.M. and M.A.U.M., Brandon.)*		450

* *Participant costs for Education and Training programs were fully recovered.*

An annual directory, "Municipal Officials 1989" was distributed without charge to Municipalities, Local Government Districts, Departments of government, Crown Corporations and others early this year. In addition, several hundred were sold to the public. The directory was updated throughout the year.

Branch staff maintained and expanded the "Municipal Administration Policy and Procedure Manual" with new directives for use by Manitoba's municipal administrators.

Liaison

Municipal Advisory and Financial Services staff continued to serve a liaison function between municipal governments and other departments levels of government. In this capacity, Branch staff served on the following inter-intra governmental committees:

Rail Line Abandonment Committee

Interdepartmental Committee on Lynn Lake

Advisory Committee for the Certificate Course in Municipal Administration

M.M.A.A. Forms Committee

M.M.A.A. Professional Development Committee

Federal-Provincial Committee on Local Government Information Development

Manitoba Water Services Board

Data Users Planning Committee

Accounting and Auditing

Branch staff met regularly with municipal officials and administrators and provided assistance in all areas of financial management and municipal accounting. The municipal audit program, co-ordinated by the Branch is conducted by twenty-five auditing firms assigned by the Minister of Municipal Affairs to all municipalities excluding the Cities of Brandon and Winnipeg. Assignments are normally held for five years, then rotated. An attempt is made to avoid assigning auditors to municipalities in which their practice is located.

The Branch annually publishes "Statistical Information: Municipalities of Manitoba," a compendium of audited financial information.

Audited financial statements indicate Manitoba municipalities continued to maintain favourable financial positions as indicated by the following figures.

Municipal Revenues

Municipal Revenues by major source for 1988 with comparative figures for 1987 were as follows:

Other Revenue* ($000)		General Municipal Tax ($000)		Grants in lieu of Taxes ($000)		Provincial Municipal Tax Sharing ($000)		School Tax ($000)		Total Clients Served	
1987	1988	1987	1988	1987	1988	1987	1988	1987	1988		
15,068.9	16,699.2	51,632.5	53,741.1	4,533.4	4,851.9	6,714.6	8,056.0	73,581.3	78,066.0	105	R.M.'s
5,208.9	6,015.9	4,472.7	4,765.9	6,522.5	7,166.5	1,020.8	1,205.7	6,743.2	6,935.5	17	L.G.D.'s
2,041.1	2,288.7	7,220.6	7,489.2	706.7	732.4	1,005.9	1,182.8	5,713.5	6,053.2	39	Villages
11,371.3	11,847.0	31,419.5	33,526.9	5,654.3	6,047.6	3,602.6	4,220.4	26,803.9	28,858.5	35	Towns
9,717.9	10,733.5	24,196.0	26,762.4	15,110.4	15,548.9	2,921.4	3,411.9	20,873.4	22,109.1	4	Cities
156,470.4	166,957.9	291,797.6	303,475.4	57,173.3	59,874.5	23,282.8	27,232.0	214,897.4	231,307.9		Winnipeg
199,878.5	214,542.2	410,738.9	429,760.9	89,700.6	94,221.8	38,548.1	45,308.8	348,612.7	373,330.2	201	Total
% Change:	+7.3%		+4.6%		+5.0%		+17.5%		+7.1%		

Licences, permits, fines, sales of goods, rents, return on investments, Local Government Support Grants.

Municipal Expenditures

Municipal Expenditures for 1988 with comparative figures for 1987 were as follows:

General Government ($000)		Protection ($000)		Transportation ($000)		Recreation ($000)		Debt Charges ($000)		Other* ($000)		Education ($000)		Total Clients Served	
1987	1988	1987	1988	1987	1988	1987	1988	1987	1988	1987	1988	1987	1988		
14,450.5	15,707.7	3,403.6	4,145.9	32,242.2	32,407.2	2,687.4	2,723.2	1,317.7	1,274.7	17,742.9	20,381.7	75,767.7	80,313.7	105	R.M.'s
4,430.1	4,504.0	1,034.4	1,150.3	4,848.4	5,085.4	1,212.9	1,347.1	50.9	82.0	2,654.3	3,941.2	9,646.5	10,031.6	17	L.G.D.'s
2,490.6	2,091.1	1,284.3	1,478.4	2,716.0	2,936.9	698.1	681.0	439.7	398.6	2,712.1	2,822.0	6,017.2	6,390.1	39	Villages
7,165.7	7,961.0	7,702.4	8,307.0	9,579.9	9,387.8	5,493.1	6,124.7	4,226.9	4,371.8	14,607.6	15,229.7	29,530.8	31,761.3	35	Towns
6,878.8	7,173.5	10,661.8	11,958.4	8,092.5	9,675.7	6,109.9	6,625.4	4,059.6	4,378.2	9,886.0	11,198.3	26,552.5	28,018.4	4	Cities
62,093.6	69,689.6	120,951.5	119,974.8	89,870.1	95,237.2	66,479.6	70,895.4	73,256.3	69,915.4	86,153.1	96,194.7	241,007.5	258,968.9		Winnipeg
97,509.3	107,726.9	145,038.0	147,014.8	147,349.1	154,730.2	82,681.0	88,401.8	83,351.1	80,420.7	133,756.0	149,767.6	388,522.2	415,484.5	201	Total
% Change:	+10.5%		+1.4%		+5.0%		+6.9%		-3.5%		+12.0%		+6.9%		

Public Health, Social Welfare, Environmental Planning, Economic Development.

Reserve Funds

The total funded reserves held by all municipalities including the City of Winnipeg amounted to $202,795,803 at December 31, 1988. This amount represents an increase of $22,384,747 over the amount held in reserve funds at the end of 1987.

($000)

General		Machinery Replacement		Utility Replacement		Other* Replacement		Other**		Total Clients Served	
1987	1988	1987	1988	1987	1988	1987	1988	1987	1988		
9,247.0	9,841.1	11,027.3	11,673.0	124.9	411.3	543.1	743.6	7,067.5	8,042.1	105	R.M.'s
2,872.7	2,859.4	776.9	629.8	98.0	95.1	193.7	242.2	375.1	403.5	17	L.G.D.'s
1,428.0	1,565.5	687.6	635.0	395.7	427.5	54.4	65.5	713.4	879.5	39	Villages
6,482.8	7,258.1	3,925.3	4,179.0	4,074.4	4,470.9	36.1	7.6	3,516.3	4,914.6	35	Towns
2,926.5	2,663.7	1,911.6	2,194.5	333.1	471.5	—	—	5,438.0	5,529.4	4	Cities
72,925.9	80,873.9	12,817.8	15,745.7	—	—	—	—	30,418.0	35,973.0		Winnipeg
95,882.9	105,061.7	31,146.5	35,057.0	5,026.1	5,876.3	827.3	1,058.9	47,528.3	55,742.1	201	Total

** Other Replacement: Replacement building repair, office, bridges, fire equipment.*

*** Other: Investment, capital works, park and recreation facilities, highway and sidewalk improvements and construction, drainage and flood protection, administration buildings, firehalls, garage, cemetery, airport, hospital deficit, ambulance, centennial celebrations.*

Capital Borrowing

A comparison of 1988 with 1987 authorized borrowing is summarized, as follows:

Capital Borrowings	1987	1988	Increase/ Decrease
Municipal*			
Number of Applications	86	83	(3)
Number of Municipalities	37	45	8
Amount of Borrowing Authorized	$7,723,371.12	$28,294,414.21	366.35%
Amount of Debentures Issued	$6,082,439.44	$5,859,577.62	(3.66%)

**City of Winnipeg not included.*

The significantly higher amount of authorized borrowing in 1988 can be attributed to the larger projects involved.

Interest rates in 1988 were substantially higher than in 1987; the average rate for a 20 year debenture being 11.25% in 1988 as compared to 9.70% in 1987.

The experience in late 1988 indicates that the higher borrowing costs for municipalities will continue into 1989.

The manner of marketing the municipal debentures issued in 1988 as compared to 1987 is set out below.

Purchaser	1987	1988
Fiscal Agent Sales	$ —	$ —
Local Municipal Sales:		
— Credit Unions	2,160,180.00	23,933.86
— Public	80,068.29	897,947.00
Municipal Reserve Funds	358,758.38	650,339.34
Minister of Finance	3,483,432.77	4,287,357.43
Total	$6,082,439.44	$5,859,577.63

Even though authorized borrowing increased in 1988, the amount of debentures issued actually decreased. The Minister of Finance continues to be the dominant purchaser at an average interest rate of 11.25%. It is also noted that purchases from a municipality's reserve fund and by the public have increased substantially, and that purchases by credit unions have decreased sharply in 1988. This is not, at this time, considered to be indicative of any trend.

The following represents a 1988 to 1987 comparison of the average interest rate, weighted according to amount of principal involved, for each class of purchaser:

Purchaser	Weighted Average Interest Rate 1987	1988
Local Municipal Sales:		
— Credit Unions	9.56%	11.50%
— Public	10.08%	11.29%
Municipal Reserve Funds	9.45%	11.18%
Minister of Finance	9.80%	11.25%
Average	9.70%	11.25%

Tax Imposition — Tax Collection

Municipal tax imposition and collection indicate the ability and/or willingness of Manitoba's property tax payers to meet municipal levies promptly and also indicate municipal efficiency in collecting taxes. Data collected show an overall decrease in tax collections to 99.99% as compared to 100.34% in 1987. Tax penalties are calculated at a rate not exceeding 1¼% per month as fixed by by-law.

The following comparative summary illustrates increases in tax imposition and collection for 1985 to 1988.

Increase in Tax Imposition

1986 over 1985 (%)	1987 over 1986 (%)	1988 over 1987 Amount ($)	(%)	Total Clients Served
Actual	Actual	Actual		
5.95	4.45	7,684,786	5.89	105 R.M.'s
8.71	5.41	657,472	5.62	17 L.G.D.'s
5.82	5.30	696,062	5.17	39 Villages
7.92	5.15	4,010,052	6.62	35 Towns
6.28	6.64	32,133,441	5.72	5 Cities
6.38	6.11	45,181,813	5.81	201 Municipalities

Increase in Tax Collection

1986 over 1985 (%)	1987 over 1986 (%)	1988 over 1987 Amount ($)	(%)	Total Clients Served
Actual	Actual	Actual		
5.71	6.36	6,697,505	5.10	105 R.M.'s
7.65	6.79	717,665	6.06	17 L.G.D.'s
6.66	4.22	635,128	4.76	39 Villages
7.35	5.44	3,688,911	6.08	35 Towns
7.38	5.88	30,670,853	5.44	5 Cities
7.08	5.91	42,410,062	5.43	201 Municipalities

Municipal Grants and Payments

Grants and payments were administered through the following programs.

Grants-in-Lieu of Taxes

Grants-in-lieu of taxes were paid to municipal corporations to offset the costs of servicing provincially owned properties which benefit from municipally owned services.

Provincial grants equal school and municipal taxes on all provincial properties except those exempted. (Unpatented land, public highways, road allowances, provincial waterways, land in provincial parks or recreation areas, community pastures, and land leased to private individuals or companies). Grants were paid as follows.

Total Clients Served	Tax Notices Received	Tax Notices Paid	Grants-in-lieu Paid
105 Rural Municipalities	2,975	2,871	$ 809,596
39 Villages	61	61	46,169
35 Towns	189	187	1,492,946
17 L.G.D.'s	2,584	2,563	640,273
5 Cities	225	225	23,515,036
Northern Affairs Communities	1,594	1,594	169,539
Agricultural Refunds	—	—	(20,980)
201 Municipalities & Northern Communities	7,628	7,501	$26,652,579

Centennial Grants

Grants of $2.00 per capita and based on 1986 Census Canada population figures are paid for approved projects to municipalities to assist with centennial celebrations. In 1988, no municipalities celebrated their centennial.

Urban Transit Grants

Urban Transit Grants were paid to urban centres (other than the City of Winnipeg) and equalled 50% of actual operating deficits. Advances were based upon the grant paid in the previous year with adjustment to the actual operating deficit made following the submission of the cities' audited financial statements. A four per cent "cap" was adopted by cabinet in 1987.

Total Clients Served	Ridership	Urban Transit Grants Paid
City of Brandon Regular Transit	1,510,064	$530,026
City of Brandon Handi Transit	10,627	41,918
City of Flin Flon*	122,300	46,631
City of Thompson*	138,774	88,400
3 Municipalities	1,781,765	$706,975

** Flin Flon and Thompson leased transit vehicles from private carriers.*

Police Services Grants

Grants assisted municipalities with populations over 750 with policing costs. Local governments with incurred police costs above the provincial average received grants equivalent to 100% of excess costs, to a maximum of $100,000. Average costs were expressed in terms of a mill rate based on equalized assessment. Actual audited costs were used for calculations so that grants paid in 1988 were based on 1987 municipal operations. A levy of ½ mill is paid by all rural municipalities and unincorporated urban centres of under 750 population to raise funds to help offset the costs of the grants.

Total Clients Served	Police Services Grants Paid
8 Villages	$ 76,316
9 Towns	321,012
2 Cities	161,159
1 L.G.D.	17,552
20 Municipalities	$576,039

Provincial-Municipal Tax Sharing Payments

Provincial-Municipal Tax Sharing payments allocated 2.2 points of personal income tax and 1 per cent of corporate taxable income to municipalities under provisions of the Provincial-Municipal Tax Sharing Act. Payments were based on 1986 Census population data.

A per capita payment of $39.70 plus an urban services supplement of $4.50 per person for centres up to 5,000 population and $6.50 per capita for centres whose population exceeds 5,000 was distributed in July of 1988 as follows.

Total Clients Served	Population	Total Provincial-Municipal Tax Sharing Payments
105 Rural Municipalities		$ 8,056,061
39 Villages		1,182,836
35 Towns		4,220,378
17 Local Government Districts		1,205,708
5 Cities		30,643,905
Northern Affairs		1,754,144
201 Municipalities & Northern Communities		$47,063,032

Local Government Support Grants

Local Government General Support Grants provided municipalities with some unconditional assistance. Applications were forwarded to and completed by all eligible municipalities and unincorporated village districts. Grant entitlement was based on 2.35% of 1987 net payroll costs, or total earnings before deductions. (This includes wages and salaries, taxable benefits and allowances, and commissions and bonuses).

Total Clients Served	Local Government Support Grants Paid
105 Rural Municipalities	$ 399,200
39 Villages	64,136
35 Towns	336,290
17 Local Government Districts	108,111
4 Cities	526,956
7 Unincorporated Village Districts	2,620
200 Municipalities & 7 Unorganized Village Districts	$1,437,313

Catalogue of Grants Available to Municipalities

The Catalogue lists grants from all provincial government departments and some agencies available to municipalities. Close to 1,000 catalogues were distributed to municipalities and interested parties without charge.

Data Processing*

Water Billings

Computerized water billings were prepared for 46 units in 41 towns, villages, and rural municipalities. The decrease in numbers from last year's report reflects that this function is being assumed by automated equipment in municipal offices.

Tax Assistance Programs

There were 238,955 Resident Homeowner's Tax Assistance credits data processed, while 4,413 were done manually through the application process. Funds in excess of $77.9 million were paid to the municipalities by the Department of Finance.

There were 46,619 Pensioners School Tax Assistance credits processed automatically while 11,670 were done manually. Approximately $9.4 million was paid to the municipalities by the Department of Finance.

Applications for both programs are processed by the Branch for all Manitoba municipalities, including the City of Winnipeg and unorganized communities in northern Manitoba.

* *Data processing equipment is housed in the Research and Systems Branch.*

Municipal Assessment

The Branch provides full assessment services to all local governments in Manitoba except for the City of Winnipeg and certain unorganized territories in Northern Manitoba. Services are directed by the Provincial Municipal Assessor in Winnipeg, and carried out by staff working from ten District offices across the province. Costs of the municipal portion of the assessment program are recovered from municipal sources. Other costs associated with services unrelated to the municipal assessment program are borne by the province.

Assessment services are extended through the following major programs.

Assessment Maintenance

The maintenance program annually revises and updates assessment records to reflect all ownership and address changes and any changes to land or building assessments.

In the 1988 calendar year, 96,455 changes of this nature were made. This represents a decrease of 35.5% from the previous year. This decrease is largely due to the large volume of changes required the previous year to implement the new classification system.

In 1988, also, over 33,000 Land Titles notifications were recorded and close to 1,700 leases and permits from the Lands Branch and Parks Branch were processed.

Properties added to assessment and taxation rolls under provisions described in The Municipal Assessment act are shown below.

Number of Properties Added

Real Property	Business Property	Personal Property	1988 Total	1987 Total	Difference
7,270	809	190	8,269	8,502	-233

Value of Properties Added

Real Property	Business Property	Personal Property	1988 Total	1987 Total	Difference
$30,854,807	$1,585,440	$2,203,120	$34,643,367	$49,501,560	$14,858,193

Boards of Revision were held in each municipality to revise real property, business and personal property assessment rolls. Complaints and appeals are described below.

Assessment Complaints and Appeals		Total Clients Served	% Increase over 1987
Board of Revision Complaints*	1,787	200 Municipalities	(26)
Municipal Board Appeals	36	& Unorganized	(18)
Court of Queen's Bench Appeals	5	Northern Communities	(37.5)

** This figure does not include appeals lodged by the assessor. These are complaints by the appellant on maintenance and reassessment.*

General Reassessment

The level of value at which property is assessed has remained essentially unchanged since the late 1970's when the Branch was assessing at 20 percent of 1975 market value. This percentage figure and base year have been used to ensure that municipal assessments are equitably related regardless of the year in which general reassessments are carried out.

Reassessment Program

Those staff resources normally assigned to reassessment duties have, in the last year, been dedicated to the Assessment Reform initiative. The reassessment program has been virtually suspended until such time as the Manitoba Assessment Computer System (MACS) is in place. With the aid of MACS the Assessment Branch will have the ability to carry out a province wide reassessment of all municipalities every third year. This general reassessment will take place in 1989 for the 1990 tax year. Reassessments of individual municipalities on the current 8-9 year cycle will become a thing of the past and will be replaced by province wide reassessments.

Total Taxable Assessment

In 1989, the total taxable assessment for the province, excluding the City of Winnipeg was:

Total Clients Served		Total Taxable ($000)	Roll Entries	% Increase
105 Rural Municipalities	Real Property	868,215	225,801	1.5
	Business Property	11,893		1.0
	Personal Property	15,033		12.3
35 Towns	Real Property	304,030	49,480	3.6
	Business Property	18,315		10.7
	Personal Property	9,449		1.7
39 Villages	Real Property	69,181	18,226	2.3
	Business Property	2,747		(2.2)
	Personal Property	480		5.0
4 Cities	Real Property	234,072	26,959	1.9
	Business Property	17,259		3.8
	Personal Property	2,745		0.0
17 Local Government Districts	Real Property	73,690	45,999	3.0
	Business Property	1,677		0.7
	Personal Property	2,188		4.6
Northern Manitoba	Real Property	8,159	9,608	0.5
	Business Property	313		0.0
	Personal Property	38		12.6
200 Municipalities & Unorganized Northern Communities		1,639,483	376,073	

Equalized Assessment

Equalized assessment figures for the province including the City of Winnipeg follow.

	1988	1989	% Change	Total Clients Served
Rural Municipalities	$775,750,080	$791,102,050	1.98	105
Towns	286,788,130	294,393,110	2.65	35
Villages	60,828,330	62,037,080	1.99	39
Cities (except Winnipeg)	227,346,920	232,908,040	2.45	4
Local Government Districts	79,867,120	81,533,950	2.09	17
Northern Manitoba	14,981,510	15,213,860	1.55	
Winnipeg	2,091,240,060	2,137,440,050	2.21	1
Total	$3,536,802,150	3,614,628,140	2.20	201 Municipalities & Unorganized Northern Communities

Balanced Assessment

The balanced assessment is calculated under provisions of The Public Schools Act and forms the basis for the calculation of school levies.

Assessment Reform

Progress continued in implementing the Assessment Reform program announced in 1984. Several of the component parts of the program have been completed.

Assessment Rolls — A complete record of all Manitoba property had been added to assessment rolls by the end of 1985. Prior to this date, farm buildings had been added to rolls only as time and manpower permitted.

Branch Reorganization — Management restructuring was consolidated in 1985 with staff specialists in Land and Property Classifications, Property Improvements, and Systems and Education being appointed.

Computerization — Phase I of the Manitoba Assessment Computer System (MACS) is approaching completion. This phase will allow for the electronic storage of all data on land and for the valuation of all land.

A MACS Implementation Plan is being prepared that will outline in detail all of the Assessment Branch responsibilities and functions that will be required in order to use and maintain the MACS system.

This plan will outline and schedule all of the activities leading up to the implementation of MACS Phase I in the fall of 1989.

Uniform Procedures — Work is continuing on establishing and entrenching practices that will guide the actual conduct of the assessment process in both urban and rural Manitoba, including the City of Winnipeg. This year, a Residential Assessment Manual and a Farm Building Assessment Manual were introduced for eventual use province-wide. A Commercial Assessment Manual is being readied for publication later this year.

Education and Training — One portion of the Implementation Plan will detail all of the activity involved in the preparation of User Procedural Manuals and the training program for staff on the MACS system.

The Branch in conjunction with the City Assessor is still analyzing the requirements of a new Assessor Education and Training Program that will eventually replace the outdated existing course material.

Research — Research into the recommendations of the Manitoba Assessment Review (Weir) Committee report continued. (Please see the following Research and Systems Section of this report for a summary of research undertaken.)

Public Information — Updates to the municipal organizations and various interest groups were provided on the progress of the Assessment Reform Initiative.

Research and Systems

The Branch provides research, data processing, and systems development services to the department and, in some instances, to municipalities and other departments of government.

Research

The Branch's research and analytical capacity continues to support decision-making by the department's executive, and the executive level of government, in particular the Assessment Reform Committee of Cabinet, in areas of policy and program development, implementation and evaluation.

Currently, resources are fully committed to the research and analysis needed to support the various policy issues surrounding assessment reform. As a service to the Assessment Branch, and to provide the Assessment Reform Committee of Cabinet with background data and analysis to guide decision making in such a large and complex initiative, a research program has been implemented to measure the tax impacts of the assessment program proposed for implementation in 1990.

In addition to analyzing the impacts of bringing all properties to a current level of value for assessment and taxation purposes, a review of existing assessment exemption provisions and a modelling of the tax impact of any proposed changes was undertaken. This included the review of assessment policies regarding farm residences and outbuildings; the impact of removing the one-third building exemption; the tax treatment of a number of miscellaneous property types currently either receiving or requesting some sort of exemption from property taxation; and a preliminary examination of the alternate methods of assessing farmland.

A modelling study of portioning and other options which may be deemed necessary to buffer the impact of taxation shifts which may result from the move to current value assessment will be the final phase of the assessment reform research program.

Data Processing Services

Major activities undertaken by Systems' staff were:

Computerized Assessment Information

Assessment rolls are produced annually for all 200 municipal corporations outside Winnipeg and for areas under Northern Affairs' jurisdiction. The Branch also updates and maintains equalized assessment; produces Board of Revision notices; and analyzes assessment-sales ratios.

Data Processing Services to Municipal Corporations and Other Government Departments

Under this program, annual tax collection rolls and tax statements are prepared for 199 municipal corporations and 3 areas under Northern Affairs jurisdiction.

Applications for 235,376 Resident Homeowner's Tax Assistance were data processed as were 44,297 applications for the 55 Plus program, a school taxation relief program for Manitobans over 55.*

Computerized water billings were prepared for 46 communities in 41 municipalities.

Miscellaneous Analytical Reports were prepared.

The Branch provided computerized municipal and statistical analysis to other Branches within the department in areas such as a leased office and computer equipment inventory; amortization schedules of debenture borrowing; a time-cost summary for planning projects, etc.

* *Note: Tax assistance programs were administered through the Municipal Advisory and Financial Services Branch.*

Computerization of Assessments

Computerization continues to be viewed as a critical element in the provincial assessment reform program. A significant resource commitment has therefore been made to computerizing the assessment system and development is currently underway.

The needs analysis phase of the system development was completed in January 1988 and, with the assistance of consultants, the development and implementation of Phase I of the Manitoba Assessment Computer System (MACS) was immediately initiated.

A phasing strategy for MACS was adopted because of the magnitude of the project. Phase I, targeted for implementation in the fall of 1989 as part of the first step in achieving assessment reform, will see computer generated land assessments and summary assessments on all property types. Phase II, which will start at the completion of Phase I, will see the computerization of building assessments for implementation in a subsequent province-wide reassessment currently targeted for 1992.

On-going services to municipalities described above will continue to be extended to municipal corporations through MACS.

Systems Development Services

Staff continued to provide a small system development expertise to other Branches.

An established statistical accounting system and human resource inventory system were refined and expanded.

Municipal Planning

The Province's commitment to sound land use planning is demonstrated by the support provided to municipalities through The Municipal Planning Branch. The Branch provides planning advisory service to Planning District Boards and member municipal councils on a continuing basis, to individual municipalities on a project basis, and to northern communities at the request of the Minister of Northern Affairs. Professional planning service in reviewing and processing applications to subdivide land is extended to all municipal councils, Planning District Boards, and the Province. Planning assistance is provided to other government departments in planning matters. The Branch also assists municipalities by informing and educating councils and municipal officials on land use planning programs.

In the 1988-89 fiscal year planning service was delivered by planners and support staff located in eight regional field offices to encourage and support planning at the local level. The staff complement of 70 personnel is 75% decentralized. A small Winnipeg based resource team and head office provide support to the field offices.

Municipal Planning Branch services are extended through the following major programs.

Planning Advisory Service to Planning Districts

The concept of District Planning was introduced in The Planning Act of 1976. Planning Districts are corporate bodies established for the purpose of managing land use and development over a large area or district. They are comprised of two or more municipalities that wish to co-operate and that constitute logical areas for planning. Each member municipal council appoints representatives to sit on the Planning District Board, which employs administrative and inspection staff and is supported by staff from the Municipal Planning Branch. This past year the Districts of Ste. Rose and Rossburn were formed bringing the total number of Districts to twenty-six (26). There are now seventy-two (72) municipalities, 32 urban and 40 rural, participating in District planning. Another two municipalities, East and West St. Paul, were considering forming or joining a District.

One objective of District Planning is to transfer land use planning authority from the province to local government. The basis for protecting the provincial interest in the preparation of District development plans are the Provincial Land Use Policies. When District land use policies have been reviewed at the local and provincial levels and approved by Order-in-Council they replace the more general provincial policies thus increasing local autonomy.

The District planning process begins with research to provide a comprehensive information base composed of economic, social and physical characteristics and referred to as background studies. From these background studies, land use policies in the form of a development plan are prepared. To date seventeen (17) Districts involving fifty-four (54) municipalities have adopted development plans while the other nine (9) Districts are in the process of preparing a plan.

Once a District development plan is approved it is implemented through zoning and building by-laws adopted by member municipalities. There are now forty-four (44) municipalities in Districts that have adopted zoning by-laws and twenty-one (21) more are preparing zoning by-laws. Only nineteen (19) municipalities in Districts have a planning scheme or old form of control still in effect.

Another instance of transferring authority to local government can occur after a Planning District has formed, adopted a development plan, and a zoning by-law. The Minister may then delegate the authority to approve subdivisions to the District Board. To date subdivision approving authority has been delegated to four (4) Planning District Boards and one District, Selkirk, has taken on responsibility for processing subdivision applications. To encourage the formation of Planning Districts and the adoption of land use policy plans the Province has developed a program to share the costs of planning with participating municipalities.

The initial District planning cost of preparing a development plan is shared on a 50/50 basis to a maximum District share of $1 per $1,000 of equalized assessment over the entire District with any shortfall being funded by the Province through cash grants and/or staff time. During the past year grants to the Districts of Ste. Rose and Rossburn totalled $11,900.

The second part of the program is support to the Planning District through the provision of continuing Planning Advisory Service to the District Board and member municipal Councils. In 1988-89, continuing Planning Advisory Service to the Planning Districts accounted for approximately 10% of staff resources.

The status of planning programs in Planning Districts is shown on the following pages.

Status of Planning Programs in Planning Districts

District	Planning Scheme		Basic Planning Statement		Development Plan		Zoning By-Law	
	In Effect	Being Prepared	In Effect	Being Prepared	In Effect	Being Prepared	In Effect
Cypress					•		
Carberry, Town							•
Glenboro, Village							•
North Cypress, R.M.							•
South Cypress, R.M.							•
Selkirk and District					•		
Selkirk, Town							•
St. Andrews, R.M.							•
St. Clements, R.M.	•					•	
Brokenhead River					•		
Beausejour, Town							•
Garson, Village							•
Brokenhead, R.M.							•
M.S.T.W.					•		
Morden, Town							•
Winkler, Town							•
Stanley, R.M.							•
Thompson, R.M.							•
Thompson					•		
Thompson, City							•
Mystery Lake, L.G.D.							•
Western Interlake					•		
Coldwell, R.M.							•
St. Laurent, R.M.							•
Siglunes, R.M.							•
Eriksdale, R.M.	•					•	
Neepawa and Area					•		
Neepawa, Town							•
Langford, R.M.							•
Rosedale, R.M.							•
South Interlake					•		
Stonewall, Town							•
Teulon, Village							•
Rockwood, R.M.							•
Rosser, R.M.							•
South Riding Mtn.					•		
Erickson, Village							•
Clanwilliam, R.M.							•
Harrison, R.M.							•
Strathclair, R.M.							•
Park, L.G.D., *South							•

**Interim Development Control*

Status of Planning Programs in Planning Districts

District	Planning Scheme	Basic Planning Statement		Development Plan		Zoning By-Law	
	In Effect	Being Prepared	In Effect	Being Prepared	In Effect	Being Prepared	In Effect
Brandon and Area					•		
Brandon, City							•
Cornwallis, R.M.							•
Elton, R.M.							•
East Interlake					•		
Gimli, Town	•					•	
Arborg, Village	•					•	
Riverton, Village							•
Bifrost, R.M.	•					•	
Gimli, R.M.	•					•	
Nor-Mac					•		
MacGregor, Village							•
North Norfolk, R.M.							•
Killarney Area					•		
Killarney, Town							•
Turtle Mtn., R.M.							•
Lac du Bonnet					•		
Lac du Bonnet, V.	•					•	
Lac du Bonnet, R.M.	•					•	
Winnipeg River				•			
Powerview, Village	•						
Alexander, L.G.D.	•					•	
Roblin					•		
Roblin, Town	•					•	
Shell River, R.M.	•					•	
Park, L.G.D., *North						•	
Morton-Boissevain			•	•			
Boissevain, Town							•
Morton, R.M.						•	
MacDonald-Ritchot			•	•			
Macdonald, R.M.	•					•	
Ritchot, R.M.	•						
Roblin-Cartwright					•		
Cartwright, Village							•
Roblin, R.M.							•
Virden-Wallace				•			
Virden, Town	•					•	
Wallace, R.M.	•					•	

Interim Development Control

Status of Planning Programs in Planning Districts

District	Planning Scheme	Basic Planning Statement		Development Plan		Zoning By-Law	
	In Effect	Being Prepared	In Effect	Being Prepared	In Effect	Being Prepared	In Effect
Russell-Binscarth					•		
Russell, Town							•
Binscarth, Village							•
Russell, R.M.						•	
Souris-Glenwood				•			
Souris, Town	•					•	
Glenwood, R.M.	•						
Del-Win				•			
Deloraine, Town					•		•
Winchester, R.M.	•					•	
Louise				•			
Crystal City, Village						•	
Pilot Mound, Village						•	
Louise, R.M.						•	
Ste. Rose				•			
Ste. Rose-du-Lac, Village							
Ste. Rose, R.M.		•				•	
Rossburn				•			
Russburn, Village							
Rossburn, R.M.							

Planning Advisory Service to Municipalities

The province recognizes that it may not be possible for some municipalities to join with their neighbours in Planning Districts. In these cases, the province still provides assistance to individual municipal corporations in preparing Development Plans and other related planning projects.

Planning service to municipalities is provided on a fee for service basis. All projects are estimated prior to commencement with the estimates reflecting only staff and supply input. Revenue is collected through an agreement between the Minister of Municipal Affairs and the municipality and is dependent on staff and financial resources.

The following illustrates the major projects in progress and completed by field office staff in 1987-88 under Planning District and Municipal programs.

Major Projects	Total Clients Served
Development Plants and Basic Planning Statements	32
Zoning By-law Preparation and Amendments	39
Updates and Revision to Existing Mapping*	1,145
New Mapping Projects**	886

**Base maps, land use maps, property ownership maps, zoning maps, special projects, miscellaneous.*

***Base maps, land use maps, property ownership maps, zoning by-law maps, development plan and basic planning statement maps, resource maps, presentations, graphs, charts, miscellaneous.*

The status of land use plans by municipality is displayed on the following pages.

Status of Planning Programs in Municipalities

Municipality	Planning Scheme		Basic Planning Statement		Development Plan		Zoning By-Law	
	In Effect	Being Prepared	In Effect	Being Prepared	In Effect	Being Prepared	In Effect
Cities							
Flin Flon					•		•
Portage la Prairie					•		•
Towns							
Altona	•			•		•	
Birtle					•		•
Carman	•			•		•	
Dauphin					•		•
Emerson			•				•
Gladstone				•		•	
Grandview	•						
Hartney	•						
Leaf Rapids	•						
Melita	•						
Minnedosa	•						
Morris	•						
Rivers	•						
Snow Lake	•						
Steinbach	•			•		•	
Swan River					•		•
The Pas					•		•
Winnipeg Beach	•						
Villages							
Benito	•						
Dunnottar			•				•
Hamiota	•						
Niverville			•				•
Notre Dame	•			•		•	
Plum Coulee	•						
Ste. Anne	•				•	•	
St. Claude	•						
St. Lazare	•						
St. Pierre-Jolys	•			•		•	
Shoal Lake	•						
Somerset	•						
Treherne					•		•
Wawanesa					•		•
Winnipegosis	•						
R.M.'s							
Archie			•				•
Argyle	•						
Cartier			•				•
Daly	•						
Dauphin			•				•
De Salaberry			•				•

Status of Planning Programs in Municipalities

Municipality	Planning Scheme	Basic Planning Statement		Development Plan		Zoning By-Law	
	In Effect	Being Prepared	In Effect	Being Prepared	In Effect	Being Prepared	In Effect
Franklin	•						
Hanover			•				•
La Broquerie	•				•	•	
Lawrence	•						
Miniota			•				•
Montcalm	•						
Morris	•						
Mossey River			•				•
Oakland		•					
Ochre River	•						
Odanah	•						
Portage la Prairie					•		•
Rhineland					•		•
Riverside	•						
Roland			•				•
Ste. Anne				•		•	
St. Francois Xavier	•			•		•	
Shellmouth	•						
Sifton	•						
Silver Creek	•						
Springfield	•				•		•
Strathcona	•						
Swan River					•		•
Tache	•			•		•	
Victoria	•						
Victoria Beach	•						
Whitehead			•				•
Whitemouth	•						
Whitewater	•						
Woodlands	•		•			•	
Woodworth	•						
L.G.D.'s							
Alonsa	•						
Churchill			•				•
Consol							
The Pas Area			•				•
Cranberry Portage			•				•
Wanless			•			•	
Fisher	•						
Gillam					•		•
Grand Rapids			•				•
Lynn Lake	•						
Mountain	•						
Pinawa	•						
Stuartburn	•						

** Interim Development Control*

Planning Advisory Service to Remote and Northern Communities

Planning service to remote and northern communities is provided upon request of the Minister of Northern Affairs. Professional planning service is extended in preparing community (townsite) development plans, subdivision designs for new development, organization of existing land occupancy, infilling and infrastructure development of an economic or municipal nature.

The Minister of Northern Affairs and community councils are assisted with administering Part IX of The Planning Act which applies to Northern Manitoba. All costs associated with the Northern Planning Program are recovered under provisions of the Canada/Manitoba Northlands Agreement.

The status of planning advisory services to northern communities is illustrated below.

Community	Planning Scheme		Basic Planning Statement		Development Plan		Zoning By-Law	
	In Effect	Being Prepared	In Effect	Being Prepared	In Effect	Being Prepared	In Effect	
Bissett			•				•	
Manigotogan			•				*	
Wabowden	•	•						
Moose Lake	•							
Sherridon	*	•						
Cormorant	•							

* *Interim Control*

Planning Advisory Service in Reviewing and Processing Subdivision Applications

All applications to subdivide land are reviewed to provide advice from government departments to assist councils in making decisions and to ensure compatibility with local land use plans and with Provincial Land Use Policies. Subdivision applications are processed on behalf of local governments and planning districts. This year, field office staff reviewed 913 new applications to subdivide.

Applications which may conflict with Provincial Land Use Policies are forwarded to the Provincial Planning Branch for review. Detailed statistics showing subdivision activity are found in the Provincial Planning Branch section of this report.

Other Projects

In 1988-89, 365 special projects were prepared by Branch staff at the request of and under the direction of Planning District Boards and municipal councils. These included development plan amendments; zoning by-law amendments; subdivision design/development; commercial/industrial studies; park, playground, and campground design; recreation studies, boundary studies; highway relocation studies; road networking.

Recently there has been a considerable increase in number and scope of special projects — many involving co-ordination with other Branches and Departments.

Planning Advisory Service to Other Government Departments

Professional land use planning advice was provided to other government departments and agencies at their request.

Representation on inter/intra governmental committees ensured that the best possible advice on land use planning issues was extended to local governments while, at the same time, municipal opinion was represented and forwarded to committee membership.

Municipal Planning Branch staff served on the following continuing interdepartmental committees and boards.

Inter-Intra Governmental Committees

Affirmative Action Committee
Planning Act Review Committee
Crown Land Classification Committee
Development Officers Training Course
Flood Damage Reduction Program — Steering Committee
Interdepartmental Planning Board
Pembina Valley Water Supply Board/Executive-Technical Advisory Committee
Recreation Development Authority
Sustainable Development (Land and Water) — Technical Advisory Committee
Large Lot Technical Advisory Committee — Winnipeg Region
Director — Manitoba Building Officials Association
Task Force Building Standards Committee
Bridge Assistance Program
Manitoba Soil Survey Committee
Limestone Technical Advisory Committee
Conawapa Technical Advisory Committee
Joint Municipal Building Code Committee
Keystone Centre Committee
Brandon Downtown Revitalization
Thompson Downtown Revitalization
Licensing Advisory Committee
Decade of the Disabled Committee
Regional Land Use Committees — All Field Office Senior Planners
Cooks Creek Conservation District Technical Study Team
Bi Pole III Technical Advisory Committee
Block Planning Committees — All Field Office Senior Planners
Dauphin Lake Enhancement Program Technical Advisory Group
Gimli Properties — Interdepartmental Planning Committee
Task Force on Road Network Planning
Interdepartmental Committee on Aerial Photography
Property Boundary Database Standards Working Group

Provincial Planning

The Branch provides analytical advice and administrative support to the Interdepartmental Planning Board, a deputy-ministerial committee responsible for advising Cabinet on sustainable development, land and resource use, and environmental matters; and for the approval of municipal and provincial plans and projects. The Branch also supports the Provincial Land Use Committee of Cabinet, a ministerial committee which provides policy direction for the management of the Province's resources.

Provincial Planning Branch administers Part II of The Planning Act which refers to the duties of the Minister in developing and monitoring Provincial Land Use Policies and Part VI which refers to approval of subdivisions.

Provincial Land Use Policies

Land use policies were approved by Order in Council in 1980 after two years of public review. The 13 policies apply to all land in the province except for Crown land, land under the jurisdiction of the City of Winnipeg, and land covered by municipal or district development plans.

The policies provide a basis for the preparation of municipal and District development plans and guide the review of applications to subdivide land.

In 1988-89 Branch staff co-ordinated the provincial review and approval of ten development plans to ensure that land use standards set by provincial policies were met. In addition, the Branch reviewed 60 amendments to existing plans.

Applications to Subdivide

In exercising its responsibilities under Part VI of The Planning Act, the Branch becomes directly involved in about 15 percent of all subdivision applications. This percentage represents those instances in which a provincial land use concern has been raised.

In each case, the Branch works with the applicant, councils, and government departments in an attempt to arrive at an acceptable solution. If a solution cannot be found, the subdivision is rejected by the Branch on behalf of the Minister.

If the rejection is appealed to The Municipal Board, the Branch is responsible for representing provincial interests at the hearing. In 1988-89, the Branch dealt with 145 applications to subdivide. Of these, 26 were appealed to The Municipal Board.

Data regarding subdivision applications for the year are shown on the following table.

In Process Start of Period	Received	Approved	Approved Lots	Local Council	Rejected by Approving Authority	Municipal Board	In Process End of Period
1,623	999	799	2,123	90	19	19	1,453

Special Projects

As advisors to the Interdepartmental Planning Board and the Provincial Land Use Committee of Cabinet, staff participated or represented provincial interests in several dozen projects. The Branch was extensively involved in the Land and Water Strategy and initial coordination of sustainable development efforts.

Legislation

Legislation Administered by the Department	R.S.M. 1970 Chapter
The Assessment of Property for Taxation in Municipalities in 1981 and 1982	
The Local Authorities Election Act	L180
The Local Government Districts Act	L190
The Municipal Act (except Sections 295 to 306)	M225
The Municipal Assessment Act	M226
The Municipal Affairs Administration Act	M230
The Municipal Board Act	M240
The Municipal Boundaries Act	M250
The Municipal Council Conflict of Interest Act	M255
The Municipal Debt Adjustment Act	M260
The Municipal Works Assistance Act	
The Official Time Act	O20
The Planning Act (except in relation to Northern Manitoba, those provisions of The Act that by Order-in-Council No. 1245/76 are declared to apply mutatis mutandis to Northern Manitoba)	P80
The Soldiers Taxation Relief Act	S180
The Surface Rights Act	S235
The Unconditional Grants Act	U10

Copies of these Acts are available from:

The Queen's Printer
200 Vaughan Street
Winnipeg, Manitoba
R3C 1T5
Ph: 945-3012

Changes in Legislation

The Regulation Amendment Statutes Validation Act

This umbrella Act allowed the repeal of The Municipal Boundaries Act and certain sections of The Local Government Districts Act, The Municipal Act, Public Schools Act and various Municipal Statutes incorporating or Continuing Municipalities along with other Acts which contain references to municipal boundaries.

Boundary descriptions are now approved by the following regulations:

School Divisions and District Establishment Regulation P250 — 557/88R
Veterinary Services Districts Establishment Regulation V50 — 559/88R
The Local Government Districts Incorporation and Boundaries Regulation L190 — 565/88R
The Municipal Status and Boundaries Regulation M225 — 567/88R
Control Lines Establishment and Limited Access Designations Regulation H50 — 569/88R
Hospital Districts and Medical Nursing Districts Regulation H30 — 571/88R

Royal Assent was received on December 19, 1988. The Regulations came into force on that date and were published in the Gazette December 31, 1988.

The Municipal Act

The addition of Section 291.1 allows for the appointment of citizen members to police advisory committees. Adding Subclause (p) to Section 380(1) extends municipal authority to make grants to a University.

The Re-enacted Statutes of Manitoba, 1988 Act

The Municipal Act and The Municipal Assessment Act were re-enacted in English and French as part of the Continuing Consolidation of the Statutes of Manitoba.

The Statute Law Amendment Act

Minor amendments to The Municipal Act were of a housekeeping nature.

Publications

Annual

Municipal Affairs Annual Report for the year ended March 31, 1988.

The Annual Report of The Municipal Board for the year ended December 31, 1988.

The Annual Report of The Surface Rights Board for the year ended March 31, 1988.

Twelfth Annual Report of The Municipal Employees Benefits Board for the year ended December 31, 1987.

Annual Statistical Report 1988 — The Assessment Branch.

Municipal Officials 1989.

Statistical Information 1987: Municipalities of the Province of Manitoba.

Occasional

Municipal Informat — Vol. 7 No. 3 — Vol. 8 No. 4.
Planning in Manitoba — Making Choices for Change.

Copies of our publication are available from:

Manitoba Municipal Affairs*
600-800 Portage Avenue
Winnipeg, Manitoba R3G 0N4

**Renamed Manitoba Rural Development in the 1989-90 fiscal year.*

Boards and Committees

Municipal Board

The Municipal Board is a quasi-judicial body whose members are appointed by the province. Board members include a chairperson and several part-time members. The Board hears appeals and conducts inquiries primarily relating to local government matters.

Because of its quasi-judicial nature, the Board operates independently and is attached to the Department for administrative reasons only.

An annual report is prepared on a calendar year basis.

The Surface Rights Board

The Surface Rights Board is appointed under the provisions of The Surface Rights Act and consists of a Chairperson and several citizen members appointed by Order in Council.

The Surface Rights Act as administered through the Board provides a comprehensive procedure to adjudicate problems which arise between operators and owners or occupants with respect to rights-of-entry to explore for minerals and to determine compensation to be paid. The Board is also responsible for assuring the maintenance, preservation, and restoration of the surface of the land when the site is abandoned.

In 1987-88, a new Surface Rights Act was approved. The new Act clarifies and streamlines procedures.

An annual report is prepared each fiscal year.

The Municipal Advisory Committee

The Presidents and Vice Presidents of the Union of Manitoba Municipalities, the Manitoba Association of Urban Municipalities, and the Manitoba Municipal Administrators's Association serve on this committee which is chaired by the Minister of Municipal Affairs. It met at the Minister's request on a number of occasions in 1988-89 to discuss matters of mutual concern.

Civic Service Board

The Board's mandate is to act as a Board of reference to consider complaints from municipal councils, clerks, or municipal administrators. Chaired by an independent party appointed by the province, Board membership represents the Union of Manitoba Municipalities, the Manitoba Association of Urban Municipalities, and the Manitoba Municipal Administrators' Association. The Board reports to the Minister of Municipal Affairs.

No meetings were called in 1988-89 as there were no labour/management disputes requiring mediation.

Municipal Employees Benefits Board

The Board administers a provincial pension and disability plan as well as a group life insurance program for municipal employees. Board membership includes a chairman and four appointees who represent municipal corporations and organizations. The Board, chaired by the Deputy Minister of Municipal Affairs, reports to the Minister. An annual report is prepared each calendar year.

Leaf Rapids Town Properties Ltd.

Leaf Rapids Town Properties (formerly Leaf Rapids Corporation) was formed in 1971 by a precedent-setting agreement between the Province and Sherritt-Gordon Mines. Under the agreement, all assessable surface property of the mining company was put on the tax roll for taxation purposes, making Sherritt-Gordon a corporate citizen of the Town. The Province, through the Leaf Rapids Corporation, developed the townsite property and is recovering costs through land sales and property rentals; proceeds of Local Government District debenture issues retired through local taxation; provincial funding of schools and hospitals; and provincial grant programs.

Four senior civil servants are appointed to the Board with the Deputy Minister of Municipal Affairs serving as Chairperson.

Day-to-day management of the Town Centre, industrial park, mobile home park, and other properties is carried out by a staff of five under the direction of a General Manager.

In 1987, ownership of the Ruttan Mine was acquired by Hudson Bay Mining & Smelting from Sherritt-Gordon Mines. Current high prices for ore have assisted the mining operation to achieve profitability, however, the limited duration of the remaining ore reserves continues to be a major concern for the mining company and the community. It has been estimated that approximately eight years' ore reserves remain.

An audited financial report is prepared each fiscal year.

Manitoba Municipal Affairs* Offices

The Hon. J. Glen Cummings
Room 330 Legislative Building
Winnipeg, Manitoba
R3C 0V8 (204) 945-3788

G.D. Forrest, Deputy Minister
Room 332 Legislative Building
Winnipeg, Manitoba
R3C 0V8 (204) 945-3787

Anna Fuller, Manager
Administrative & Financial Services
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R3G 0N4 (204) 945-2200

Rita Tecter, Director
Human Resource Services
600-800 Portage Avenue
Winnipeg, Manitoba
R3G 0N4 (204) 945-2195

Roger Dennis, Director
Municipal Advisory & Financial Services
607-800 Portage Avenue
Winnipeg, Manitoba
R3G 0N4 (204) 945-2567

Robert L. Brown
Provincial Municipal Assessor
500-800 Portage Avenue
Winnipeg, Manitoba
R3G 0N4 (204) 945-2605

Erv Griffin, General Manager**
Manitoba Water Services Board
Box 1059, 2022 Currie Blvd.
Brandon, Manitoba
R7A 6A3 (204) 726-6076

Al Glasgow, Senior Resource Planner**
Conservation Districts Authority
7th Floor, 330 Graham Ave.
Winnipeg, Manitoba
R3C 4A5 (204) 945-4944

John N. Whiting, Director
Municipal Planning
404-800 Portage Avenue
Winnipeg, Manitoba
R3G 0N4 (204) 945-2158

David Johns, Director
Provincial Planning
405-800 Portage Avenue
Winnipeg, Manitoba
R3G 0N4 (204) 945-2595

Marie Elliott, Director
Research & Systems
508-800 Portage Avenue
Winnipeg, Manitoba
R3G 0N4 (204) 945-2533

J.G. Donald, Chairman
Municipal Board
408-800 Portage Avkenue
Winnipeg, Manitoba
R3G 0N4 (204) 945-2941

John D. McNairnay, Q.C., Chairman
Surface Rights Board
408-800 Portage Avenue
Winnipeg, Manitoba
R3G 0N4 (204) 945-0845

Douglas G. Mitchell, General Manager
Leaf Rapids Town Properties Ltd.
600-800 Portage Avenue
Winnipeg, Manitoba
R36 0N4 (204) 945-4945

John McGuire, Director**
Rural Economic Development
503-155 Carlton St.
Winnipeg, Manitoba
R3C 3H8 (204) 945-1127

*NOTE: *Manitoba Rural Development as of April 1989.*
**NOTE: *In 1989-90, the above were transferred to the Department of Rural Development. Address and telephone numbers are included for reader's convenience in contacting appropriate staff.*

District Assessment Offices

Municipal Assessment Office
340 - 9th Street
Brandon, Manitoba
R7A 6C2 (204) 726-6002

Municipal Assessment Office
27 - 2nd Avenue S.W.
Dauphin, Manitoba
R7N 3E5 (204) 638-9111

Municipal Assessment Office
103 Main Street South
Minnedosa, Manitoba
R0J 1E0 (204) 867-2785

Municipal Assessment Office
101 - 11th Street
Morden, Manitoba
R0G 1J0 (204) 822-6161

Municipal Assessment Office
25 Tupper Street North
Portage la Prairie, Manitoba
R1N 3K1 (204) 857-9711

Municipal Assessment Office
103 - 235 Eaton Avenue
Selkirk, Manitoba
R1A 0W7 (204) 785-4132

Municipal Assessment Office
Civic Centre
Souris, Manitoba
R0K 2C0 (204) 483-2165

Municipal Assessment Office
323 Main Street
Steinbach, Manitoba
R0A 2A0 (204) 326-9896

Municipal Assessment Office
110 - 7th Avenue North
Swan River, Manitoba
R0L 1Z0 (204) 734-4566

Municipal Assessment Office
59 Elizabeth Drive
Thompson, Manitoba
R8N 1X4 (204) 677-6693

Planning Branch Offices

Municipal Planning Branch
125 - 20 First Street
Beausejour, Manitoba
R0E 0C0 (204) 268-1411

Municipal Planning Branch
112 - 340 9th Street
Brandon, Manitoba
R7A 6C2 (204) 726-6267

Municipal Planning Branch
27 - 2nd Avenue S.W.
Dauphin, Manitoba
R7N 3E5 (204) 638-9111

Municipal Planning Branch
323 North Railway Street
Morden, Manitoba
R0G 1J0 (204) 822-6221

Municipal Planning Branch
25 Tupper Street North
Portage la Prairie, Manitoba
R1N 3K1 (204) 857-9711

Municipal Planning Branch
103-235 Eaton Avenue
Selkirk, Manitoba
R1A 0W7 (204) 785-4122

Municipal Planning Branch
323 Main Street
Steinbach, Manitoba
R0A 2A0 (204) 326-1381

Municipal Planning Branch
59 Elizabeth Drive
Thompson, Manitoba
R8N 1X4 (204) 677-6701